

Department of Permitting and Inspections

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MEMORANDUM

To: The Design Advisory Board
From: Ryan Morrison, Associate Planner
RE: 323-325 College Street
Date: January 11, 2022

File: ZP-21-778
Location: 323-325 College Street
Zone: RH **Ward:** 8E
Parking District: Multi-Modal Mixed Use
Date application accepted: December 14, 2021
Applicant/ Owner: 323 Green Castle LLC, Alpha Properties LLC, Peter Potts / Benjamin Frye
Request: 4 unit addition to 323-325 College Street

Background:

- **Zoning Permit 21-0329CA;** 4 unit addition. Withdrawn
- **Zoning Permit 19-0203CA;** Site changes and parking reconfiguration associated with ZP18-0977LL, ZP18-0976LL and ZP18-0975CA, 308 Main Street. October 2018.
- **Zoning Permit 18-0977LL;** Boundary line adjustment with 308 Main Street. See also ZP19-0203CA (323-325 College Street) and ZP18-0976LL and 18-0975CA (308 Main Street.). October 2018.
- **Zoning Permit 18-0230CA;** Alterations to site plan approved under ZP17-0791CA and window replacement under ZP17-0790CA. Add steps on south elevation, window changes, and boiler exhaust penetrations. August 2017.
- **Zoning Permit 18-0060CA;** Establish paved connection with 308 Main Street for shared parking; relocation of dumpster and one tree. Application withdrawn September 2017.
- **Zoning Permit 17-0791CA;** Renovate existing ell for an additional 4 residential units; re-stripe parking for additional spaces. Requires DRB discretionary review of parking space dimensional standards silent in Article 8, Table 8.1.11-1. No change to coverage or setbacks. April 2017.
- **Zoning Permit 17-0790CA;** Replace existing windows on rear ell with new clad wood windows. Approved March 2017.
- **Zoning Permit 11-0086;** Amendment to original approval issued November 3, 2010; specifically, site plan revisions, new access road, revised parking layout and substantially upgraded stormwater retention infrastructure. Approved July 2011.



- **Zoning Permit 11-0086 CA/MA;** Construct an attached building addition with 8 new dwelling units; convert the existing 5 unit building to a single unit with attached laundry/storage area; a net total of 9 dwelling units. (Re-arrangement of the number of units between buildings: 1 to be located in the existing structure; 8 in the new structure.) Demolish existing garage, expand parking area. Approved November, 2010.
- **Zoning Permit 04-496;** Move existing fence and install children's play equipment. Approved April 2004.
- **Zoning Permit 03-170;** Installation of fenced enclosure, 4' high green vinyl chain link. Approved, October 2002.
- **Zoning Permit 83-123;** Erect a 4' chain link fence along 75' of eastern property line and 125' along property line and 84' along northern property line. Approved April 1983.
- **Zoning Permit 80-962;** New doors, installation of a window where there was a door. Interior work. Approved May 1980.
- **Zoning Permit 79-146;** Install 70' of 4' chain link fencing. Approved May 1979.
- **ZBA request** to convert a three apartment house to five apartments; Approved November 1972.

Overview: 323-325 College Street is a connected, 13 unit apartment complex. 5 units are within the original 1832 Chauncey Goodrich/Luther Hagar House at 325 College Street, while 8 are in the 2010 four story addition west of the historic house. Goodrich was a Burlington publisher and bookbinder. That structure is listed on the National Register of Historic Places within the **Main Street College Street Historic District**. This application proposes a primary frontage, four story addition to the 2010 ell to include four additional residential units for a collective total of 17 residential units.

Part 1: Land Division Design Standards

No land division is proposed. Not applicable.

Part 2: Site Plan Design Standards

Sec. 6.2.2 Review Standards

(a) Protection of Important Natural Features:

Plan Sv-1 shows a birch tree in the location of the proposed addition. Google Earth also illustrates an unidentified tree (Pine?) in the front yard that does not appear on the existing conditions plan. The applicant shall define.

(b) Topographical Alterations:

The applicant includes a plan for minor grading to accommodate the addition. The site grading and utility plan are C2.01.



(c) Protection of Important Public Views:

There are no protected public views from or through this property. Not applicable.

(d) Protection of Important Cultural Resources:

Burlington's architectural and cultural heritage shall be protected through sensitive and respectful redevelopment, rehabilitation, and infill. Archeological sites likely to yield information important to the city's or the region's pre-history or history shall be evaluated, documented, and avoided whenever feasible. Where the proposed development involves sites listed or eligible for listing on a state or national register of historic places, the applicant shall meet the applicable development and design standards pursuant to Sec. 5.4.8(b).

See Section 5.4.8, below.

(e) Supporting the Use of Renewable Energy Resources:

There is no mention of renewable energy resources in the application. At the very least, and in support of Burlington's renewable energy goals, it is recommended that infrastructure (conduit) be provided to accommodate a future solar installation.

(f) Brownfield Sites:

The site is not listed on DEC's Brownfield site list. Not applicable.

(g) Provide for nature's events:

Special attention shall be accorded to stormwater runoff so that neighboring properties and/or the public stormwater drainage system are not adversely affected. All development and site disturbance shall follow applicable city and state erosion and stormwater management guidelines in accordance with the requirements of Art 5, Sec 5.5.3.

The EPSC/Stormwater plan was approved by the City's stormwater engineering staff on November 17, 2020. This approval was based on the plans submitted under ZP21-0329CA, and remain adequate for this proposal since there are no changes in ground disturbance or lot coverage for this re-application.

Design features which address the effects of rain, snow, and ice at building entrances, and to provisions for snow and ice removal or storage from circulation areas shall also be incorporated.

Doors are illustrated on both the north and west elevations (Plan A2), each of which including a canopy above. The applicant provided a snow management plan with previous applications. That should be updated for this application.

(h) Building Location and Orientation:

The new addition is appended to the 2010 building addition; prominently facing the street and drawing up to a setback line as established by averaging two adjacent properties on either side. In location and orientation, it fills in the street wall.

(i) Vehicular Access:

Permit 19-0203CA provided a clock-wise circulation path through 323-325 College Street, with additional traffic flow from 308 Main Street through the site south-to-north. The applicants shall confirm that the previously approved circulation path will continue with this new addition.

(j) Pedestrian Access:

A 5' wide walkway is illustrated from the public sidewalk on College Street to the easterly entrance to the addition (Plan C1.01.) The westerly entrance immediately abuts the new parallel parking spaces. The area (9.3' in width) should be appropriately marked as a pedestrian entry, clearly marked by differentiated ground materials and/or pavement markings. Lastly, a flagstone walkway will provide front (College Street façade) access to the basement unit.

(k) Accessibility for the Handicapped:

As originally approved, the building remains accessible from the southerly entrance. One handicap parking space is identified on the site plan. The building inspector has jurisdiction for the compliance of ADA standards.

(l) Parking and Circulation:

The last permit approved 34 parking spaces on-site for the 13 units. (18-0977LL, 19-0203CA.) 41 parking spaces are proposed with this site plan, reflecting the addition of 6 new parallel parking space on the west of the addition.

This project falls within the new Multi-Modal Mixed Use Parking District (adopted 9.14.20), which eliminates parking requirements for those properties with street frontage on major thoroughfares to a depth of 200'. College Street (up to South Williams) is included on that map. Therefore, there are no new parking requirements with the addition of four new residential units.

Parcel circulation had been previously approved in a clock-wise pattern; entering from the easterly drive and circulating out the westerly drive. In addition, the parking plan for 308 Main Street allows for that traffic to move through this site from south to north. The drive width of 10' on the westerly side of the building should be adequate for most residential vehicles, but potentially challenging for trash haulers accessing the dumpster in the southwesterly corner of the lot.

(m) Landscaping and Fences:

The applicant needs to define any changes to the landscaping, including tree removal with the proposed new addition. Plan C1.01 illustrates a retaining wall with a railing. More information will be required for review. Any retaining wall over 3' requires approval of the City engineer.

(n) Public Plazas and Open Space:

No public plazas are proposed. There is a modicum of open space in the front yard for tenant use.

(o) Outdoor Lighting:

Where exterior lighting is proposed the applicant shall meet the lighting performance standards as per Sec 5.5.2.

Exterior downlights are proposed over both new entries. See elevations on plan A2.

(p) Integrate infrastructure into the design:

Exterior storage areas, machinery and equipment installations, service and loading areas, utility meters and structures, mailboxes, and similar accessory structures shall utilize setbacks, plantings, enclosures and other mitigation or screening methods to minimize their auditory and visual impact on the public street and neighboring properties to the extent practicable.

The existing dumpster is in the southeast corner of the parcel. Mailboxes are presumed to be within the residential entry lobby on the south as previously approved. The applicant shall confirm.

Utility and service enclosures and screening shall be coordinated with the design of the principal building, and should be grouped in a service court away from public view. On-site utilities shall be placed underground whenever practicable. Trash and recycling bins and dumpsters shall be located, within preferably, or behind buildings, enclosed on all four (4) sides to prevent blowing trash, and screened from public view.

Any development involving the installation of machinery or equipment which emits heat, vapor, fumes, vibration, or noise shall minimize, insofar as practicable, any adverse impact on neighboring properties and the environment pursuant to the requirements of Article 5, Part 4 Performance Standards.

While difficult to tell where, the applicant notes that all mechanical units will be inside.

Part 3: Architectural Design Standards

Sec. 6.3.2 Review Standards

(a) Relate development to its environment:

1. Massing, Height and Scale:

The addition is proposed to be appended to the existing westerly addition at 325 College Street, continuing the height and width of the 2010 structure. Although the proposed building height exceeds the dimensional limitations of Table 4.4.5-3 (35'), a 5% differential is allowed for sites with topograph changes across the site (Section 5.2.6 (b), *Exceptions to Height Limits*.) At 36'7 1/2", the proposed height falls within that allowance.

2. Roofs and Rooflines.

A flat roof is proposed, consistent with the existing addition.

3. Building Openings

Window openings are symmetrically arranged; in four columns on the north and east elevations, and three columns on the west elevation. New entrances are figured on the north and west elevations.

(b) Protection of Important Architectural Resources:

Burlington's architectural and cultural heritage shall be protected through sensitive and respectful redevelopment, rehabilitation, and infill. Where the proposed development involves buildings listed or eligible for listing on a state or national register of historic places, the applicant shall meet the applicable development and design standards pursuant to Sec. 5.4.8. The introduction of new buildings to a historic district listed on a state or national register of historic places shall make every effort to be compatible with nearby historic buildings.

See Section 5.4.8.

(c) Protection of Important Public Views:

Not applicable.

(d) Provide an active and inviting street edge:

Although similar to the original building addition approved in 2010, the new addition removes the blind entrance at the 2010 addition's lower level with a relocation of entrances to the west and north sides.

(e) Quality of materials:

All development shall maximize the use of highly durable building materials that extend the life cycle of the building, and reduce maintenance, waste, and environmental impacts. Such materials are particularly important in certain highly trafficked locations such as along major streets, sidewalks, loading areas, and driveways. Efforts to incorporate the use of recycled content materials and building materials and products that are extracted and/or manufactured within the region are highly encouraged.

Consistent with other recently constructed apartment buildings, it is sheathed in a combination of fiber cement clapboard, corrugated metal with an exposed concrete foundation.

Owners of historic structures are encouraged to consult with an architectural historian in order to determine the most appropriate repair, restoration or replacement of historic building materials as outlined by the requirements of Art 5, Sec. 5.4.8.

This is an addition to an historic structure; so assessment of appropriate sheathing for repair or replacement of historic building materials does not apply.

(f) Reduce energy utilization:

All new construction is required to meet the Guidelines for Energy Efficient Construction pursuant to the requirements of Article VI. Energy Conservation, Section 8 of the City of Burlington Code of Ordinances.

New structures should take advantage of solar access where available, and shall undertake efforts to reduce the impacts of shadows cast on adjacent buildings where practicable, in order to provide opportunities for the use of active and passive solar utilization.

At the very least, the addition should be constructed toward the inclusion of solar utilization in the future by incorporating conduit within the plan.

(g) Make advertising features complementary to the site:

Any signs shall require a separate sign permit.

(h) Integrate infrastructure into the building design:

See Section 6.2.2. (p), above.

(i) Make spaces secure and safe:

Construction shall comply with all required building and life safety codes as determined by the building inspector and fire marshal.

Building entrances/entry points shall be visible and adequately lit, and intercom systems for multi-family housing should be incorporated where possible, to maximize personal safety.

Both entrances are proposed to have exterior downlights. Intercom systems are recommended to maximize personal safety.

Section 5.4.8 Historic Buildings and Sites

The City seeks to preserve, maintain, and enhance those aspects of the city having historical, architectural, archaeological, and cultural merit. Specifically, these regulations seek to achieve the following goals:

To preserve, maintain and enhance Burlington's historic character, scale, architectural integrity, and cultural resources;

To foster the preservation of Burlington's historic and cultural resources as part of an attractive, vibrant, and livable community in which to live, work and visit;

To promote a sense of community based on understanding the city's historic growth and development, and maintaining the city's sense of place by protecting its historic and cultural resources; and,

To promote the adaptive re-use of historic buildings and sites.

(a) Applicability:

These regulations shall apply to all buildings and sites in the city that are listed, or eligible for listing, on the State or National Register of Historic Places.

(b) Standards and Guidelines:

The following development standards, following the Secretary of the Interior's Standards for the Treatment of Historic Properties, shall be used in the review of all applications involving historic buildings and sites subject to the provisions of this section and the requirements for Design Review in Art 3, Part 4. The Secretary of the Interior's Standards are basic principles

created to help preserve the distinctive character of a historic building and its site. They are a series of concepts about maintaining, repairing and replacing historic features, as well as designing new additions or making alterations. These Standards are intended to be applied in a reasonable manner, taking into consideration economic and technical feasibility.

1. *A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships.*

The existing Goodrich/Hagar historic structure at 325 College Street remains residential, as it was originally constructed.

2. *The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided.*

Although no physical changes are proposed for the historic Goodrich/Hagar house, the entire building mass at 323 College Street is an addition to that building, as was reviewed as such in 2010. The increased setback reflected in the existing conditions plan was deliberate, so the new building mass would be appropriately deferential to the historic home. This plan eliminates that purposeful setback, removing the intentional space before the 323 residential addition and changing the spatial relationship between the two building ell. The DAB must determine the relevance of that 2010 decision that required structural setback for the new building mass, to differentiate it and defer to the prominence of the historic home.

3. *Each property will be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historic properties, will not be undertaken.*

While no conjectural features are proposed, the elimination of the intentional setback changes the relationship to the historic structure and gives greater importance to the modern building addition.

4. *Changes to a property that have acquired historic significance in their own right will be retained and preserved.*

The 2010 addition has not acquired historic significance in its own right. Not applicable.

5. *Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.*

The 2010 building addition does not include any particular craftsmanship, feature, finishes or construction techniques requiring preservation.

6. *Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and, where possible, materials recognizing that new technologies may provide an appropriate alternative in order to adapt to ever changing conditions and provide for an efficient contemporary use. Replacement of missing features will be substantiated by documentary and physical evidence.*

No deteriorated historic building features are proposed for replacement. Not applicable.

7. *Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.*

Not applicable.

8. *Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.*

There are no identified archaeological resources at this location. If project development reveals any resources, construction will cease until appropriate authorities assess, evaluate, and assign appropriate disposition of them.

9. *New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work shall be differentiated from the old and will be compatible with the historic materials, features, size, scale, and proportion, and massing to protect the integrity of the property and its environment.*

The 2010 approval for the 8 unit addition was very intentional in setting the building mass back from the street and allowing the historic structure to retain prominence. This proposal will indeed be differentiated from the old in materials and design. The building massing, while similar in scale and size (to the 2010 addition) steps boldly toward the street and in its location the potential to diminish the importance and the physical ability to view the 1832 structure. Were this project proposed on a separate, abutting lot, the prominence and modern vocabulary of the new work would be easily interpreted. But this remains an addition, appended to a listed historic property. The ordinance will allow the structural addition, but the DAB must assess the elimination of the 2010 addition setback providing intended deferential stature. The new addition elevates the overall importance of this large building mass; competing for attention on the single lot.

10. *New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.*

It is possible to imagine that if the entire westerly addition were removed, the 1832 Goodrich/Hagar house would retain its integrity.

Items for the Board's consideration if approval is recommended:

1. A landscaping plan, included proposed tree removal shall be provided.
2. Provide information on the type and location of all mechanical units.
3. The applicant shall confirm the direction of traffic flow throughout the site to identify any conflicts with the newly proposed parking spaces.
4. Retaining walls over 3' in height require approval by the City engineer.

5. The applicant shall provide further information about the new retaining wall and the fence, as well as more definition about what “adjust retaining wall” means. (Plan C1.01)
6. The applicants shall provide an updated snow management plan.
7. The westerly pedestrian entrance shall be clearly marked by differentiated ground materials and/or pavement markings to prevent vehicular blockage of the building entrance.
8. The applicant will be required to provide a letter of capacity for adequate water and sewer capacity for the new units.
9. The applicant will be required to secure a State of Vermont wastewater permit.
10. The applicants shall define/confirm the location of additional mailboxes for the new units.
11. Occupancy of the new units will be limited to a definition of a family in Article 13. Not more than 4 unrelated adults may occupy any unit.
12. The DRB will likely require incorporation of the property management plan, previously approved for this parcel, within this review. (ZP11-0086CA/MA, Condition #11.)